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CITY OF TORONTO
PLANNING AND DEVELOPMENT DEPARTMENT

April 15, 1985

To: Land Use Committee

Subject: Toronto Harbour Commissioners' Stadium Road Properties

Origin: Land Use Committee meeting of June 27, 1984, and Commissioner of Planning and Development upon receipt of letter from the Toronto Harbour Commissioners dated May 25, 1984. (c71luc85078:81)

Comments:

1. Background:

The properties owned by the Toronto Harbour Commissioners along Stadium Road are mainly occupied by the National Yacht Club and the Alexandra Yacht Club. The Central Waterfront: Proposals report recommended designating them Open Space and zoning them for parks and marinas (Gm). The Toronto Harbour Commissioners objected on the grounds that the lands were designated Central Harbour in the approved Official Plan which permits residential and commercial development, as well as parks, and that their approved zoning of C3 V3 permitted commercial development to a density of seven times the area of the lot. They understood the City's desire to retain a home for the two yacht clubs, but felt that if this could be achieved while redeveloping some or all of the site for other uses that they should have the opportunity for this type of development. The Central Waterfront: Final Recommendations report, which was adopted by Council on July 16th, 1984, recommended a policy similar to that put forward by the Toronto Harbour Commissioners. The proposed Official Plan would permit commercial and recreational uses to a maximum density of 0.25 times the area of the lot as-of-right. However, if Council is satisfied that:

"1. The lands will accommodate the land based uses necessary for recreational boating in the entire adjacent Mooring Basin, including parking, club or marina space, and ancillary storage, for which other appropriate locations have not been provided;

2. every reasonable effort has been made to accommodate the National Yacht Club and the Alexandra Yacht Club;

3. wherever possible, water views from public streets and pedestrian access to the water's edge and a water's edge promenade has been secured; and

4. that new land created by lakefill serves the boating community or the public interest or both and does not adversely affect the functioning of the boat mooring basin."

then the proposed Official Plan would require Council to pass by-laws permitting commercial, residential and recreational uses up to a density of three times the area of the lot.

The Toronto Harbour Commissioners submitted this rezoning application in order to have their final zoning approved at the same time as the zoning to implement the Central Waterfront: Final Recommendations report. They did not want the very low density CR zoning implemented since they believe they have met the criteria set out in the relevant Official Plan section in the Central Waterfront: Final Recommendations, as adopted.

The rezoning proposal was before the Land use Committee and Council at the time that the Central Waterfront: Final Recommendations was adopted, and is intended to meet the Official Plan criteria set out in that report.

Since the submission of a letter dated May 25, 1984, from the Toronto Harbour Commissioners requesting that they be rezoned to the higher densities contemplated in the Central Waterfront: Final Recommendations report, this department has been working with the Toronto Harbour Commissioners to come up with appropriate zoning provisions, design guidelines, and agreements for this rather special site. Agreement at staff level has just now been reached on the approach to be taken. There are two parts to the rezoning. First, the lakefill area must be considered suitable for lakefill and then zoned Gm to accommodate the yacht club uses. Second, the existing site would be zoned to a density of three times the area of the lot for commercial, residential and recreational uses. This report is therefore designed to allow this property to achieve its final zoning in conjunction with the Central Waterfront by-laws.

2. The Proposal and Site:

The site is shown on Map 1 and in its present state consists of 1.93 hectares (4.77 acres) of land fronting on the south on to the Western Gap, on the west on to the Mooring Basin, and on the east on to Stadium Road.

The property adjoins Dylex (Tip Top Tailors) on the north, and is across the road from assisted housing sites in Harbourfront. The assisted housing in Harbourfront will be three storey apartments designed to look like townhouses. At the south end of Stadium Road is a future private development pracel with a height limit of 30 metres right on Stadium Road and 25 metres at the rear. The Dylex property currently has a six storey building and there is potential for considerable new development on the portion of the property adjoining the Toronto Harbour Commissioners' land under the provisions in the Central Waterfront: Final Recommendations.

The proposal is to accommodate the National Yacht Club and the Alexandra Yacht Club on 1.56 hectares (3.86 acres) of landfill in the Mooring Basin adjacent to the southern end of the property. Access would be along a proposed extension southerly and westerly of Stadium Road, as approved by the Commissioner of Public Works (see Appendix 7). The original site would then become available for development for commercial and residential uses at a density of 3 times the area of the lot, as contemplated in the Central Waterfront: Final Recommendations, but no specific form of development is contemplated at this time by the Toronto Harbour Commissioners.

Included in the proposal are two new water's edge promenades. One will be along the existing shoreline, linking into the system through Harbourfront, while the second is a walk-out along the north breakwall of the Western Gap to a lookout point. Other walkways will also be provided at the north end of the property and opposite South Street connecting Stadium Road to the water's edge walkway.

3. Conformity with the Official Plan proposals for the Central Waterfront:

Although the rezoning is in conformity with the approved Official Plan Central Harbour designation, it should also conform with the proposed Official Plan. In the Central Waterfront Official Plan proposed statements, there are several conditions that this rezoning must satisfy (see above).

The proposed conditions are listed here with a discussion of how this proposal meets the conditions:

1. Accommodation of land based uses necessary for recreational boating in the entire adjacent Mooring Basin, etc", and

2. every reasonable effort has been made to accommodate the National Yacht Club and the Alexandra Yacht Club.

The National Yacht Club and the Alexandra Yacht Club will both be accommodated on the landfill sites. The membership of both clubs have approved resolutions that accepts the relocation of the club and the new land base that the Toronto Harbour Commissioners is offering. In addition, the resolution contained the conditions that would form the basis for a lease agreement with the Toronto Harbour Commissioners, the substance of which has also been approved by the Toronto Harbour Commissioners. (See Appendices 1, 2 and 5). The lease will be for a minimum of 25 years, using the Metro formula for the cost per year. The remaining issue to be worked out, prior to a final agreement, is the sharing of costs due to the relocation.

All the land based needs of these clubs for parking, winter boat storage, club houses and other facilities will be met on the landfill site. The same number of moorings will be provided as is currently the case through intensification of moorings in the Mooring Basin. If more boat moorings are provided, extra parking would be required.

3. "Wherever posible, water views from public streets and pedestrian access to the water's edge and a water's edge promenade has been secured."

An important view of the water will be secured down Stadium Road to the Western Gap, and also another view corridor will be extended west from the Bathurst Quay Park along South Street to the water in the Mooring Basin. Views of the water will also be continuous from the two water's edge promenades.

A long term renewable lease or similar legal agreement for a water's edge promenade will be granted along both the north breakwall of the Western Gap out to a lookout area subject to any necessary Federal approvals, and also along the western edge of Bathurst Quay adjacent to the Mooring Basin (see Map 3). The look-out adjacent to the Western Gap should provide exciting views of boating in the gap and out into Lake Ontario, as well as views of the yacht club activity and the Mooring Basin. The north-south promenade is an important piece of the water's edge promenade from Bay Street to the Western Beaches, leaving only HMCS York as an obstacle to a continuous walkway.

Access to the water's edge will be from the south end of Stadium Road, from a walkway opposite South Street, and a walkway at the north end of the property. The Toronto Harbour Commissioners have agreed to provide a temporary walkway at the north end of the property, in conjunction with the relocation of the yacht club. The South Street extension walkway and the final north walkway will be provided at the time of development review in conjunction

with the development of the existing land base. The north end walkway in its final position will be only 3.5 metres wide. The other 3.5 metres width will be sought from Dylex at the time that Dylex redevelops its property.

4. "That new land created by lakefill serves the boating community or the public interest or both and does not adversely affect the functioning of the boat mooring basin."

The site created by lakefill will be entirely used for boating uses by the two yacht clubs. In addition, the lakefill provides the necessary impetus to open up the north breakwall of the Western Gap for a pedestrian promenade and lookout. There will be no adverse affect on the boat mooring basin. It will still be able to accommodate the same number of boats and certain functions should work better since the boat clubs will be completely rebuilt.

4. Lakefill Guidelines:

This proposal should also conform to the proposed Official Plan conditions respecting lakefill. The relevant section of the proposed Official Plan amendments reads as follows:

"LAKEFILL POLICIES

E) It is the policy of Council that within the City of Toronto the creation of new land in Lake Ontario or any bay, channel, slip or lagoon connected therewith shall take place only where Council has indicated in the Zoning By-law, prior to the commencement of lakefilling, the use to which the land created by lakefilling may be put. Minor lakefilling for the purpose of stablizing an existing shoreline is exempt from this provision.

Before approving an amendment to the zoning by-law to permit the proposed use of any area suitable for lakefilling, and prior to any lakefilling, Council shall be satisfied that:

a) there is a clear public benefit in creating the land;

b) this is the best location for the land for its proposed use;

c) there will be a minimal negative impact on water quality and circulation, and, in particular, the Hearn Generating Station plume, the dispersal of effluent from the Main Sewage Treatment Plant, or the exchange of water between

Toronto Bay, the Outer Harbour, and Lake Ontario will not be impeded;

d) the lakefilling has been the subject of a formal environmental assessment where required by law or by directive, decision or order by the Government of Canada, the Government of Ontario, or a Minister thereof, and if this is not applicable an appropriate written analysis of the environmental impact shows that the environmental (social, natural and economic) effects are desirable; and

e) except where water's edge lands will be used for shipping, or industries requiring direct access to the water:

i) advantage has been taken of the new shoreline for public recreation and there will be no decrease in overall recreational opportunities;

ii) existing recreational boating opportunities will not be reduced and new recreational boating facilities will be provided where appropriate;

iii) the lakefilling will be carried out in a manner which maximizes public access to lands that are normally publicly accessible.

Council will seek the co-operation and comments of appropriate government bodies and public agencies, including the Toronto Harbour Commissioners, in order to implement this policy, and nothing in this section shall be construed as limiting the powers of the Toronto Harbour Commissioners regarding shipping and navigation."

These points are discussed in the submission from the Toronto Harbour Commissioners. See Appendix 6.

Taking each of the proposed Official Plan requirements in order, there appears to be no problem in meeting the requirements with this scheme. The public benefit in creating the lakefill is two fold. First, a site is provided for a permanent home for two of the oldest yacht clubs in the City. Second, and equally important, the move of the yacht clubs to the lakefill site provides the opportunity to extend the Water's Edge Promenade along the edge of the Mooring Basin to the edge of Coronation Park, and also provides an extensive section of promenade along the Western Gap to a lookout over the Gap.

The location of the land is the best for its proposed use because it is very close to the original homes of the two yacht clubs, permits easy access along Stadium Road and its extension, and permits the yacht clubs some of their traditional privacy, while providing the public with a much greater opportunity to enjoy the water.

There should not be any negative impact on the water quality in the opinion of both the Ministry of the Environment and Environment Canada.

This proposed lakefilling has not been the subject of a formal environmental assessment. However, this is not required according to Environment Canada and the Ministry of the Environment (see Appendix 8). A written analysis of the environmental impact has been prepared for my review and is attached as Appendix 10. The technical appendices are on file with the Planning and Development Department. This analysis states that there should be no adverse environmental impact if this development proceeds. This is because the filling is occuring in a basin which already has degraded water and silt and therefore does not have important environmental assets to be protected, and which basin can be completely closed off by silt screens while filling is taking place.

Advantage will be taken of the north breakwall and of the existing site for public recreation at the water's edge and there is a significant increase in recreational opportunity. This is due to the new walkways which eventually should form a link in a continuous path next to the water from the Western Beaches to Bay Street. All the existing boating facilities will be retained, and there remains a possibility of further boat moorings if fixed docks are used. Since none of the land involved in this application is normally publicly accessible, there is no problem with this requirement.

It, therefore, appears that this proposal to relocate the yacht clubs on lakefill, extend Stadium Road to the lakefill, and redevelop the original site to three times the area of the lot for commercial and residential uses does meet the proposed Official Plan provisions.

The Official Plan provisions require that if, in the opinion of Council, the conditions are met that Council "shall" rezone the properties to a density of three times the area of the lot for commercial, residential and recreational uses.

5. Zoning Provisions:

The basic zoning proposed for the existing site is a variant of a CRL3 U 300 zoning. The Toronto Harbour Commissioners could build a building with a density no greater than three times the area of the lot for either commercial or residential uses or for a combination thereof. The lot includes the area that will be dedicated for a road. The zoning does not reflect a building scheme because the Toronto Harbour Commissioners have no firm plans for the land at this time. However, they will not undertake the expense and effort of providing the new lakefill site for the yacht clubs if they are not assured that there is zoning on the original property that would permit them a reasonable rate of return. The yacht clubs appear keen to proceed with the relocation and reconstruction of their clubs in a permanent home.

The by-law proposal contains special provisions to ensure that:

(a) the scale of building is compatible with the residential buildings across Stadium Road;

(b) parking is not visible at grade (although it may be located internally in a building or podium);

(c) regional-scale retail uses do not locate on this site, with their attendant access, parking and compatibility problems;

(d) the water's edge promenade cannot be built over; and

(e) extra parking for any additional boat moorings is provided.

The zoning also permits residential units of any size without affecting the floor area allowed as is the case in Harbourfront, and in some other recent projects.

The zoning proposed for the lakefill site is Gm, the zoning introduced in the Central Waterfront: Final Recommendations for Parks and Marinas. The zoning allows for all types of recreational boating uses, and requires the yacht clubs to provided 215 parking spaces on site for the 400 existing mooring spaces, approximating the parking supply prior to the redevelopment of Bathurst Quay, and additional parking for any extra mooring spaces used by the clubs.

6. Design Guidelines:

At the same time as adopting the proposed zoning, it is desirable that some design guidelines are adopted to be applied through Section 40 of The Planning Act at the time that redevelopment of

the sites goes forward. The area of lakefill is currently not an area of site plan control and a by-law should be passed to include it. This is an important area on the waterfront and the City should review the location of buildings and structures, and, in particular, the landscaping for these sites.

The proposed design guidelines are as follows:

Stadium Road Properties

Water's Edge Relationship

Buildings that face the water's edge should be located and designed so as to ensure that:

1. Open spaces adjacent to the water's edge reinforce the public nature of the pedestrian promenade in terms of their design and use;

2. buildings and landscaping should be located so as to attempt to reduce the impact of severe lake winds on publicly accessible areas; and

3. where possible, uses that contribute to the interest and animation of the public promenades should be located on the ground floor level of adjacent buildings.

Stadium Road Relationship

Buildings that face the north/south section of Stadium Road should be designed and located so as to be compatible with residential development on the east side of the road and so as to create the feeling of a normal two-sided urban street. To assist in achieving this objective:

1. Along the property boundary abutting Stadium Road an angular plane setback of 30 degrees shall commence at a height of 15 metres above grade at the property boundary and extend to a height of 25 metres above grade.

2. Vehicular and service access may be provided from Stadium Road and its extension and such facilities will be designed to be compatible with the residential character of the east side of the street.

3. The part of the development that faces the terminus of Queens Quay West should provide a fitting visual end to the street, or a view through to the water.

All Buildings

All parking above grade should be faced with another use, or, where this is impossible, should be designed as a high quality, desirable part of the building scheme.

Lakefill Site.

1. Views from the north breakwall to the mooring basin should be provided. Therefore, where reasonable long buildings should have their narrow end facing the breakwall.

2. The design of any security measures for the yacht clubs adjacent to the public pedestrian promenade should:

   (a) provide views from the breakwall to the mooring basin;

   (b) be a pleasing feature in itself; and

   (c) be as unobtrusive as possible in its impact on the Promenade.

Other Design Guidelines

The City's "Light, View and Privacy Standards" prepared for CR and QR districts, and the "Development Review Guidelines for a Barrier Free Environment" shall apply to both sites, as well as any other City wide or CR district design guidelines that may be adopted by Council.

7. The Walkways

There are two main walkways, along the North Breakwall of the Western Gap and the East Breakwall of the Mooring Basin, and two secondary walkways from Stadium Road to the East Breakwall that the Toronto Harbour Commission has agreed to develop for public access. (See Map 3) The Toronto Harbour Commission would grant the City long-term renewable leases or similar legal instruments for a nominal sum for public acess over the two main walkways. The North Breakwall walkway would be developed in its final form when the yacht clubs move to the lakefill site. The East Breakwall walkway would be developed to an interim level including lighting, benches, and trees at the same time. Final plans for this walkway would be required at the time of development review for the adjacent parcels. The proposed plans for the two main walkways are attached as Maps 4, 5, 6, and 7 and have been approved by this Department and the Commissioner of Parks and Recreation. These plans show the proposed final treatment of the

North Breakwall walkway and the interim treatment of the East Breakwall walkway.

The Toronto Harbour Commission, or the future owners of the East Breakwall walkway, will be responsible for the maintenance of that walkway. The North Breakwall walkway which is not part of a development parcel would be treated differently. The Parks and Recreation Department would be willing to take over full maintenance responsibility for the walkway because the adjacent uses are non-profit recreational uses which cannot normally be expected to absorb additional costs relating to public amenities as part of their redevelopment costs, and because the Toronto Harbour Commissioners would already be bearing the costs of providing the landfill site for the yacht clubs and the development costs of the breakwall. However, the Toronto Harbour Commissioners does not want to rebuild the cap on the breakwall because of the expense involved and the probability that it will last well for many more years. Therefore the City, under the proposed agreement, would put aside $2,000 per year towards non-structural repairs to the surface (i.e., surface wear) and bill the Toronto Harbour Commissioenrs for costs above this. The Toronto Harbour Commissioners would be responsible for all structural damage to the walkway. The City would then be responsible for general maintenance and repairs.

The Toronto Harbour Commissioners think that the existing lighthouse at the east end of Gore Park (not its original location) would be an extremely fitting terminus to the North Breakwall walkway. This location would give the historic lighthouse a prominent location by the water's edge. The Toronto Historical Board will be meeting in April to discuss this proposal. The main problem with the proposal is that the cost of moving the lighthouse is likely to be very high. However, since the proposal appears to have merit, I have made provision for the possible relocation of the lighthouse both in the plans and the agreement with the Toronto Harbour Commissioners respecting the walkway. The plans show the possible location of the lighthouse, and the proposed agreement requires the Toronto Harbour Commission to contribute $10,000 toward moving costs, and to carry out site preparation should the lighthouse be moved by April 1, 1990. If not, the money would be available for improvements to the end of the North Breakwall for seating and other amenities.

The basic conditions for the walkways including connecting walkways to Stadium Road, that have been agreed to by the Toronto Harbour Commission are set out in Appendix 11.

8. Parking:

The Commissioner of Public Works expressed some concern over the amount of parking that would be provided for the yacht clubs. However, the yacht clubs have agreed to provide 15 more parking spaces and this figure is now acceptable to the Commissioner of Public Works.

9. Conclusion:

The Toronto Harbour Commissioners appear to have met the conditions in the Central Waterfront Plan for a zoning of three times the area of the lot for residential and commercial uses. It is therefore appropriate that the proposed zoning by-laws for the Central Waterfront be amended to remove the extremely low-density holding zoning and zone the proposed lakefill area for boating uses and the existing Stadium Road site to three times the area of the lot for commercial and residential uses.

10. Recommendations:

1. That Council instruct the City Solicitor to amend the draft zoning by-law contained in his report of January 31, 1985, on the Central Waterfront, in consultation with the Commissioner of Planning and Development, for numbers 2, 6, 10, 24, 40, and 50 Stadium Road, shown on Map 1, to delete Section 10 and to add to the draft by-law permission to erect one or more buildings or structures on the site with a zoning of CR L3 U300 provided that:

   (a) The total gross floor area of such buildings or structures does not exceed three times the area of the lot.

   (b) The area of the proposed Stadium Road extension that is now part of the lot may be included in calculations of density to be permitted on the site, even if the road is dedicated prior to approval of plans by the City for the remainder of the lot.

   (c) There should be no limit on the number of residential units or commercial density, except by total density. (Sections 4(12)(c), (e), (f) and (g) of By-law No. 20623 shall not apply.)

   (d) Any part of the building or structure that is used for parking, which is entirely contained within the building or structure, for which the finished floor or surface of the level above is not more than one metre above the

level of the nearest adjacent portion of the street or the Water's Edge Promenade, is exempted from the calculation of density permitted on the site.

(e) No motor vehicle parking facilities are permitted in a building or structure if the parking facilities are both:

(i) within 8 metres of a main wall of a building that:

1. faces Stadium Road and its extension, or

2. faces the water's edge; and

(ii) constructed so that the finished level of the floor above is between 1.0 m and 5.5 m above the finished level of the ground at the lot line of the nearest adjacent portion of the public street or Water's Edge Promenade.

(f) The following additional uses are permitted:

(i) Gm uses;

(ii) Harbour uses: public harbour works, including public wharves, lighthouses and beacons; boats whether moored or stored; water and life saving facilities; and

(g) No individual retail use over 1 000 square metres in gross floor area is permitted.

(h) Parking for any boating use on the lot shall be supplied according to the following table:

From May 15 to October 15 each year for each boat mooring 0.7 spaces per boat:

Mixing percentage: 30% weekday mornings; 30% weekday afternoons; 100% weekday evenings/Saturdays and Sundays.

From October 16 to May 14 every year:

at the rate required for a club, or office use, or both whichever is the actual winter use or uses of the building, based on the floor area and the requirements of By-law No. 20623 for such use.

(i) No buildings or structures, except those required for boat mooring or a public water's edge promenade, may be

erected within the area from the water's edge to a point 7 metres back from the water's edge.

(j) The height limit is 25 metres. However, buildings may exceed this limit to a maximum height of 45 metres, provided that the aggregate of the lengths times the widths of each part of the building or buildings that extends or extend above 25 metres, taken at the level above 25 metres where the length times the width for each building is greatest, shall not exceed 2 750 square metres, and that at the time of application to use this exemption to the 25 metre height limit the original lot has not been severed except to create a public road.

2. That Council instruct the City Solicitor to amend the draft zoning by-law contained in his report of January 31, 1985, on the Central Waterfront, for the lakefill site shown on Map 2, to zone the site Gm provided that:

(a) The height limit for the Lakefill Site is 15 metres.

(b) The following parking requirements apply:

(i) From May 15 to October 15 each year

	Weekday Mornings	Weekday Afternoons	Weekday Evening Sat. & Sun.
Mixing Percentage:	30%	30%	100%
Minimum No. of Spaces	63	63	215

If more than 400 moorings are provided in the adjacent Mooring Basin, an additional 0.7 spaces for each additional boat mooring shall be provided in excess of the minimums noted above and subject to the same mixing percentages. These additional spaces only may be provided within 300 metres of the site.

(ii) From October 15 to May 14 each year.

Minimum No. of Spaces: As per "club" in Central Area Parking and Loading Standards

3. That adoption of the draft by-laws referred to in Recommendations 1 and 2 be contingent upon the Toronto Harbour Commissioners entering into the necessary agreement with the City to secure the public walkway, as set out in Appendix 11, and that the City Solicitor be requested to prepare the necessary agreements.

4. That the City Solicitor be authorized to prepare a collateral agreement between the City and the owner to give effect to the following:

   (a) That the owner agree to provide at his own expense a wind study respecting wind conditions on the public pedestrian areas and the Mooring Basin with special emphasis on the Water's Edge Promenade and on boating safety in the Mooring Basin, such study to be submitted to the Commissioner of Planning and Development at the time of Development Review for construction on numbers 2, 6, 10, 24, 40, and 50 Stadium Road.

5. That authority be granted to introduce a bill into Council to designate the area of lakefill, as shown on Map 2, as an area of site plan control.

6. That Council adopt as policy the Design Guidelines listed on pages 9 and 10 of this report for the Stadium Road Properties and for the area of lakefill to be used in evaluating applications for development review under Section 40 of The Planning Act, 1983.

7. That the Toronto Harbour Commissioners be requested to have the draft Reference Plan of Survey, prepared by McConnell, Maughan Ltd., O.L.S., dated December 7, 1984, which shows the Stadium Road properties and the existing water lot as separate PARTS amended to show the "lakefill area" on Map 2 of this report as a separate PART and the revised plan deposited in the appropriate Land Registry Office for the purpose of any Site Plan Control By-law and for the registration of any Development or Collateral agreements.

8. That the owner be requested to apply to the Department of Public Works for revised Municipal Numbering prior to filing any formal application for a building permit.

Stephen G. McLaughlin

MN/tc

APPENDIX

1. Letter from Coombes Kirkland Berridge (dated May 11, 1984).

"Stadium Road Properties Elements of Draft Resolution for National Yacht Club and Alexandra Yacht Club.

1. N.Y.C./A.Y.C. approve the relocation of/the clubs to the new landfill site and accept, subject to minor modification, the Site Plan with respect to the areas, subdivision and configuration of the new land area.

2. N.Y.C./A.Y.C. accept the following basis for a lease arrangement of at least 25 years with the T.H.C.:

   a) T.H.C. will pay the costs of landfill creation, such landfill to be of suitable quality for the intended yacht club development.

   b) T.H.C. will pay the costs of providing the basic edge condition as per Option #2 in the attached sketch prepared by Stevenson, Hluchan, withthe final design to be reviewed by the N.Y.C./A.Y.C.

   c) N.Y.C./A.Y.C. will pay the costs of any major upgrading from the basic edge condition such as sheet-piled areas, walkways, or greater water depths. d) N.Y.C./A.Y.C. will pay the costs of all improvements on their new leased land areas, including buildings, foundations, services from new public road, landscaping, moorings, docks, etc.

   e) A.Y.C. will provide parking on its leased land area for at least 40 cars.

   f) N.Y.C. will provide parking on its leased land area for at least 160 cars.

   g) N.Y.C./A.Y.C. will accept responsibility for all required winter boat storage both on and off-sites.

   h) N.Y.C./A.Y.C. will submit all development plans to the T.H.C. for review and approval.

   i) T.H.C. will determine rent to be paid for land and water on the same formula as that utilized by Metro Toronto for yacht clubs.

3. N.Y.C./A.Y.C. agree to be joint applicants to the extent necessary with the T.H.C. to the City of Toronto for a rezoning application with the following elements:

   a) The existing Stadium Road lands will be rezoned to the highest densities contemplated in the Central Waterfront Official Plan recommendations.

   b) The new landfill area will be zoned to permit yacht club uses.

   c) T.H.C. will take no responsibility for yacht club parking or winter boat storage off the landfill site.

4. N.Y.C./A.Y.C. acknowledge that this agreement with the T.H.C. is conditional upon O.M.B. approval of the rezoning contemplated in Item 3 above.

5. T.H.C. will be responsible for the installation of a serviced road extensio of Stadium Road as indicated o the Site Plan and for the landscaping of public promenade areas along the north breakwall of the Western Gap and along the eastern wall of the Mooring Basin.

6. The T.H.C., N.Y.C. and A.Y.C. will agree on a plan for the use of the mooring basin on the following principles:

   i) the east wall of the east Mooring Basin will be made available for mooring.

   ii) the remainder of the Mooring Basin is to continue in use by the N.Y.C. and A.Y.C. essentially as at present.

   iii) new moorings created will first be assigned to the N.Y.C. to compensate for moorings lost by reason of the landfill, and any additional moorings then allocated between the clubs in proportion to their respective number of current moorings.

   iv) the T.H.C. reserves the right to make reasonable changes to the mooring plan after appropriate consultation with the clubs as long as the total number of moorings reserved by the clubs is not reduced."

2. Letter from Commodore and Secretary, Alexandra Yacht Club, dated May 17, 1984.

"This is to certify that a Special General Meeting of the members of the Alexandra Yacht Club was duly called and held on May 12, 1984., for the single purpose of considering the attached proposal made by the Toronto Harbour Commissioners. A quorum was present and the meeting was properly constituted.

It was duly moved, seconded and carried that the revised version of the Elements of Draft Resolution for the National Yacht Club and the Alexandra Yacht Club be accepted in principle."

3. Letter from I. Orchard, Sr. Environmental Design Officer, Environment Canada to Mr. C. Stevenson, Stevenson Hluchan Associates Ltd., (dated May 28, 1984).

"This letter will confirm the verbal agreement arrived at through our May 22, 1984 meeting on the above project. It is our understanding that SHAL on behalf of THC intends to reclaim 1.56 hectares of land immediately north of the Western Gap. The whole of the work site will be enclosed by a silt screen until all in-water construction has been completed and assurance can be given that no entry of fill or suspended solids will occur either into the existing marina basin or the Western Gap.

The site is enclosed on the south and west by an existing breakwall and on the east by an existing harbour wall. The curtain will enclose the northern portion of the fill area and will only be removed after completion of filling and construction of a steel bin retaining structure. Material used as fill must conform to the LOAP requirements established by MOE for the City of Toronto. If selection sources of fill are to be designated by THC, we would appreicate your advising us of the intended sources. We would appreciate an indication of the quality of the existing bottom material and any proposed contingency plans for removal or regrading of existing bottom sediment if it proves to be unacceptable. Ongoing inspection and matinenance of the curtain will be necessary. The curtain should be placed on the bottom of the basin in such a manner as to prevent mud wave penetration of the curtain. The contractor should be prepared to cease all construction work if the curtain proves to be inadequate in the containment of turbidity or suspended solids. In the event of a failure of the containment sturcture or if a change in the agreed upon construction procedure is felt necessary, the contractor should advise both MOE and DOE of the requirement in order than an acceptable alternative course of action may be developed.

Although the primary method of ensuring the curtain's effectiveness will be through visual observation by our field personnel, we intend to collect periodic water samples around the construction site. We would appreciate your advising our office 48 hours in advance of construction start-up. Aside from the above comments we have no major concerns associated with the project."

4. Letter from R. Shaw, Surface Water Co-ordinator, Technical Support Section, Ministry of the Environment addressed to C. A. Stevenson, P.Eng., President, Stevenson Hluchan Associates Limited, (dated May 24, 1984).

Re: Stadium Road Development

"This is to confirm our discussion of May 22, 1984, regarding the Toronto Harbour Commissioners proposal to fill approximately 1.56 hectares of land immediately north of the Western Channel, within the existing Mooring Basin and to construct a steel bin-type retaining wall along the northerly limit of the filled site.

We would not object to this proposal provided that:

a) Turbidity arising from the filling operation and construction of the retaining wall is confined. This may be accomplished by means of a continuous silt screen as you have proposed, or by an alternative method, provided it is acceptable to us. Regardless of the confinement technique employed, it must remain in place until in-water construction is completed, and turbidity within the confined area is reduced to background levels.

b) The quality of the fill material complies with the Ministry of the Environment's Lakefill Quality Guidelines."

5 Letter from Peter J. Barber, Commodore, National Yacht Club, to Toronto Harbour Commissioners, (dated May 29, 1984.

"I am pleased to advise you that at a Special General Meeting on May 28 the Membership of the National Yacht Club accepted in principle the concept of relocating to a new 3-acre landfill site provided by the Commission within our existing mooring basin.

This concept has developed from a series of discussions this year between your consultants, Coombes Kirkland Berridge Ltd., and our Planning Committee, and is described in essence in a letter dated

May 11 from J. Berridge to our Planning Committee Chairman, Henry Sears.

While certain concerns remain evident, particularly in regard to costs of relocation from a long established facility, our Board was given a clear mandate by our members to continue negotiations towards a firm resolution regarding the landfill site, fully acceptable to both THC and NYC.

Henry Sears will be contacting Mr. Berridge as soon as possible in the above matter in the temporary absence of Alex Smart, our Vice-Commodore (Planning)"

6. Joint communication from Mr. Ian Brown, General Manager, Toronto Harbour Commissioners, and Mr. Peter J. Barber, National Yacht Club, and Mr. Harold Riley, Commodore, Alexandra Yacht Club, (dated June 7, 1984)

"Re: Yacht Club Relocation Plan - Stadium Road Properties

The Toronto Harbour Commissioners, the National Yacht Club and the Alexandra Yacht Club are pleased to submit to you their Yacht Club Relocation Plan. This plan, which has been agreed between us all after considerable discussion and negotiation, involves the relocation of the two yacht clubs to a new permanent site on a new lakefill area along the north breakwall of the Western Gap. It also involves the provision of two substantial extensions to the growing system of public waterfront pedestrian promenades.

The attached report describes in detail the nature of the proposal. We believe the plan fully meets all of the conditions described in the "Central Waterfront Official Plan: Final Recommendations", that must be satisfied prior to a rezoning of the existing Stadium Road properties and prior to any lakefilling. The report also includes a preliminary environmental assessment and letters of conditional approval of the lakefill from both Environment Canada and the Ontario Ministry of the Environment.

We would therefore request your Committee to endorse the Yacht Club Relocation Plan and to request the City Planning staff to prepare, in consultation with us, the appropriate by-laws to implement the plan.

Thanking you for your assistance in this matter.

Summary

The Toronto Harbour Commissioners have been reviewing for some time the appropriate future of the property it owns to the west of Stadium Road, south of Lakeshore Blvd. W. A number of factors have provoked this review. First, the site is currently occupied, under a series of leases, to the National Yacht Club and the Alexandra Yacht Club and several of these leases have either expired or are about to expire. Both the clubs and the T.H.C. were interested in using the opportunity provided by the lease terminations to discuss ways in which the long-term future of the clubs in the area could be assured. Second, the imminent development of Harbourfront's Bathurst Quay immediately to the east, the new plan for the Railway Lands to the north and various proposals for the C.N.E. to the west and other adjacent properties all suggested that the future development potential of the site should be reassessed. Third, the process of finalizing the City's Central Waterfront Official Plan effectively brought to a head the urgency of this planning and development review.

In the summer of 1983, the T.H.C. retained consultants to work with them, the yacht clubs and the City Planning staff to arrive at a plan that met, to the extent possible, the goals of each of those three affected parties. This report presents the conclusions of that planning process, conclusions that are satisfactory to the T.H.C. and the clubs and that appear to meet the requirements of the City as laid out in the Central Waterfront Official Plan Recommendations document. A summary of the proposed yacht club relocation plan is provided in the following pages. More detailed information on the planning and environmental issues is dealt with in the body of the report.

The current T.H.C. land holdings in the area consist of some 4.7 acres to the west and south of Stadium Road. The majority of the site is being leased by the yacht clubs under a number of leases, none of which reflect market rents and some of which are as low as $1.00 per linear foot of water frontage. The clubs had, until recently, also been leasing land for parking and winter boat storage from Harbourfront. The redevelopment of Bathurst Quay, and in particular the loss of the parking lot east of Stadium Road, has placed some strain on the operation of the clubs in their current location.

The proposed plan involves the creation of a new area of landfill along the northern breakwall of the Western Gap as shown in Plan 1: Site Plan. This area would accommodate both yacht clubs and their associated parking and boat storage and enable the T.H.C. to redevelop their existing lands for a combination of residential and commercial uses. The plan also presents the opportunity to increase greatly the public amenity of the area by providing for new water's edge promenades along the northern breakwall and up

the eastern edge of the mooring basin as shown in Plan 4: Public Improvements. The walkway along the breakwall would terminate in a lookout that would provide unique views of Lake Ontario, of all the marine activity around the Western Gap and of the Mooring Basin itself. The walkway along the eastern edge of the mooring basin extends the Harbourfront water's edge promenade and, if access through H.M.C.S. York can be obtained, would provide a major link in a continuous water's edge walkway system from Ontario Place to the Central Waterfront.

The relocation of the clubs to the new landfill area enables them to continue their current type of operation in the secure area necessary for their club sailing operations while still providing excellent public access to the waterfront, a situation that could not be easily accommodated at the clubs' present locations if the public right-of-way were provided.

Considerable discussion has taken place between the clubs and the T.H.C. as to the appropriate size of the landfill. The clubs are insistent that their new sites be large enough to accommodate their club operations and provide sufficient area for the dual use of club operations and provide sufficient area for the dual use of summer parking and winter boat storage. Winter boat storage is an essential element in the clubs' operational and financial existence. The presence of the stored boats on the club property creates enough wintertime activity to justify keeping the clubhouse and related food and drink facilities open during the non-sailing months. More importantly, the rental charges for boat storage amount to over a third of the club's annual income. Thus, to provide a new site that was inadequate for boat storage would result in the loss of that income and the incurring of additional land lease costs at some other location, a financial scenario that could be disastrous for the continued existence of the clubs. The area of landfill has therefore been established as the minimum area consistent with the adequate provision of parking and boat storage.

The environmental issue related to the creation of the new landfill have been examined by the T.H.C. and no significant environmental impact is anticipated (Appendix C). Meetings have taken place between the T.H.C.'s consultants and staff of Environment Canada and the Ontario Ministry of the Environment to ensure that the appropriate lake-filling procedures are carried out and their conditional approval of the lakefill has been obtained (Appendix D).

The basis for a financial agreement with the clubs has already been agreed in principle with the T.H.C. That agreement, the elements of which are attached to this report in Appendix A,

involves the T.H.C. providing the new landfill area at its cost and leasing it to the clubs, along with the associated mooring basin, on the same basis as Metro and the M.T.R.C.A. lease to clubs on their property. It is clear from the clubs' financial statements that they would be unable to sustain anything close to the market rental rates that might reasonably be charged on the existing site. The clubs would be responsible for their new buildings and any other associated facilities and the T.H.C. would be responsible for the provision of the new public promenades and the extension of Stadium Road to the new properties. The N.Y.C. are currently intending to move their present building to the new location for use as a sailing school building if feasible both structurally and economically. While not a designated building, the relocation of this pleasant and attractive structure will create an interesting landmark at the very entrance of Toronto Harbour.

The T.H.C.'s interest in assisting this relocation of the clubs to new permanent sites, and in incurring the considerable costs of such relocation, is not only to improve the general level of public amenity in the area but also to consolidate its existing land into a future development site. The nature of that future development in terms of future uses cannot be precisely specified since the process of relocation will take some years. The T.H.C. does however wish to be in a position to market the site actively at this time and is, therefore, asking that the site which is currently zoned C3 V3, be rezoned now to the densities specified in the Central Waterfront Official Plan recommendations. All of the preconditions of such rezoning would appear to be satisfied by the agreement with the clubs and the nature of the proposed plan. The new landfill area would be zoned exclusively for yacht club uses.

The remainder of the report deals in detail with the nature of the proposed plan, the public improvements intended, and with the environmental issues. The specific conformance to the requirements of the Central Waterfront Official Plan Recommendations is also reviewed.

1. Yacht Club Relocation Plan

1.1 Background Information

The National and Alexandra Yacht Clubs are currently located beside the Mooring Basin, immediately west of Stadium Road. The National Yacht Club occupies approximately 3 acres and the Alexandra Yacht Club approximately 3/4 acres. The land occupied by the N.Y.C. is leased under a number of different leased parcels but leased on one of their major parcels expires in 1987. The

A.Y.C.'s lease expired in 1983. None of the leases reflect market value for the land; indeed about one-half of the property is leased at a rental rate of $1.0 per linear foot of water's edge per year.

Both clubs have been considering the development of new facilities on their sites and have established building funds for that purpose. The need for resolution of the long-term future of the clubs on the site was therefore relatively urgent, notwithstanding the additional pressure of the City's finalization of the Central Waterfront Official Plan, proposing new designations for the site.

The existing zoning on the site is C3V3, clearly an inappropriate zoning for both the current and intended use of the lands. The Central Waterfront Official Plan recommends that the Zoning By-law be amended to permit a gross floor area up to 3.0 times the area of the lot, subject to the satisfaction of a number of conditions, and an interim holding zoning is also recommended low enough to permit continued operation of the clubs but not the entire redevelopment of the site.

The conditions on the rezoning essentially require the development of a plan for the relocation of the yacht clubs and for future public accessibility to the water's edge. This section describes the nature of that plan. Section 2 describes in detail the conformity of the plan to those recommended Central Waterfront Official Plan conditions, and, since lakefill is proposed, to the Official Plan conditions on lakefill.

1.2 The Yacht Club Relocation Plan

The yacht club relocation plan involves the relocation of the N.Y.C. and the A.Y.C. to new locations on new landfill in the Mooring Basin along the north breakwall of the Western Channel. The new site areas are indicated in Plan 1, with the N.Y.C. having a new area of 3.0 acres and the A.Y.C. a new area of 0.85 acres. The new sites would be accessed by an extension of Stadium Road south to the Western Channel and west along the north breakwall. A new public promenade would be created along the breakwall to the end of the Western Channel from the currently westerly termination for the Harbourfront water's edge promenade. A guard rail would be installed along the water's edge and a fence along the yacht club edge. The promenade would end in a covered look-out which would provide marvellous views of the entrance to the Western Channel and out into Lake Ontario. (See Plan 4: "Public Improvements").

A second public promenade would be provided along the eastern wall of the mooring basin giving access to the northern end of the

T.H.C.'s property. If access across the property of H.M.C.S. York can be obtained then a continuous public walkway would be established from Ontario Place to Harbourfront and beyond. A guard rail would also be provided along the water's edge and appropriate landscaping provided. It is anticipated that as the T.H.C.'s fuure development site is actually developed then the promenade would be increasingly upgraded.

The yacht club sites are adequate to accommodate all the parking required by the City for their current operations, 160 surface parking spaces being provided at the N.Y.C. and 40-50 at the A.Y.C. at times when yachting activity takes place. During the winter almost the entire site area of both clubs will be devoted to winter boat storage, accommodating the majority of their winter boat storage requirements.

Both clubs will be building new clubhouses on-site. The N.Y.C. intend to move their existing buiding from its present location to a new position at the western end of their site, for use as their sailing school. While not a designated building, the existing clubhouse is a pleasant, summery building and, when shorn of its less attractive wing additions, will provide a dramatic entry to Toronto Harbour.

Relocation of the clubs is anticipated to take place in 1987. The existing site will then be cleared and made available for redevelopment for an appropriate mix of residential and commercial uses. Such a delay will enable the clubs to prepare a financing and physical plan for the site and for the lakefill to be appropriately designed and undertaken. The T.H.C., however, is intending, once the relocation plan is approved, to start actively seeking future users for the existing lands.

2. Rezoning Application

This report on the proposed yacht club relocation is also intended to support the T.H.C.'s application to have their site rezoned to the densities contemplated in the Central Waterfront Official Plan Final Recommendations. That document established what is essentially a holding zoning and required that Council be satisfied as to a number of matters prior to passing by-laws to permit the gross floor area of 3.0 times the area of the lot envisaged. Each of those matters, listed in Section 5.A.26, is now dealt with below.

a) the lands will accommodate the land-based uses necessary for recreational boating in the adjacent Mooring Basin, including parking, club or marina space, and ancillary

storage for which other appropriate locations have not been provided;

the proposed yacht club relocation plan provides for the continued use of the mooring basin by the National and Alexandra Yacht Clubs, as well as accommodating the particular requirements of H.M.C.S. York. All of the yacht club facilities, including parking, club space and ancillary storage can be accommodated on their new site. Such an arrangement has a number of advantages for the operation of the clubs, particularly since off-site parking and/or boat storage provision would require a potentially complex and costly arrangement with th owner of some appropriate off-site location.

The possibility of off-site winter boat stroage was extensively reviewed in the study,and while the T.H.C. were prepared to guarantee consolidated winter boat storage location for the clubs somewhere in the Port Industrial Area, the clubs felt that their continued operation depended upon having storage on-site.

Currently something more than one-third of the clubs total annual income comes from charges to the membership for winter boat storage. Loss of this revenue to some other party would be a major blow to the financial viability of the club, to which would be added any net additional burden of land lease payments for any off-site location. A further reason for rejecting the idea of off-site location. A further reason for rejecting the idea of off-site boat storage was the fact that the presence of stored boats around the club during the winter generates some member activity in maintenance and repair that contributes to keeping the club going during the non-sailing months, providing a reason for keeping the clubhouse and related food and drink facilities open. Since the N.Y.C. clubhouse provides for many regional and national sailing meetings during the winter, staying open in the winter is particularly important.

The possibility of providing yacht club parking facilities on the existing T.H.C. lands was explored, but such a requirement could be an onerous financial burden on any redevelopment and would certainly restrict the flexibility of any future development proposal. In addition, any such off-site parking provision would necessarily be on a commercial basis and would, therefore, represent an additional cost to the membership. In any case, once on-site provision has been made for winter boat storage, that same area can be used for summer parking quite adequately.

The T.H.C. does not intend at this time to create any additional use of the Mooring Basin such as the development of a marina. The arrangement with the clubs, however, does reserve to the T.H.C.

the right to make reasonable changes to the mooring plan so long as the total number of moorings reserved by the clubs is not reduced. Such future changes, which would only be made after consultation with the clubs, might involve the provision of a small marina or the reservation of some mooring or docking spaces for some of the development to take place on the existing lands. The land-based support for such uses would be located on the existing Stadium Road lands. The T.H.C. is not contemplating any other development in or adjacent to the Mooring Basin in any other location.

b) every reasonable effort has been made to accommodate the National Yacht Club and the Alexandra Yacht Club;

The membership of both the National Yacht Club and the Alexandra Yacht Club have endorsed, in principle, the yacht club relocation plan. The specific resolution upon which such endorsation is based is included in Appendix A and the resolutions of the respective memberships in Appendix B. The T.H.C. and the clubs are confident that a detailed long-term lease agreement can be entered into. The T.H.C. cannot finalize such agreements yet, however, since it is not prepared to risk the expenses involved in the landfill creation and the provision of the public promenades until rezoning approval has been given.

c) wherever possible views of the water from public streets and pedestrian access to the water's edge, and a water's edge promenade have been secured;

As indicated in the Plan 4 "Public Improvement Plan", the T.H.C. is intending, as a part of the rezoning process, to provide two major additions to the City's emerging system of public water's edge. These features have been described in detail in an earlier section.

The T.H.C. has also attempted in its planning to ensure the provision of views from public streets. The extension of Stadium Road south to the Western Gap ensures the continuation of that view corridor over land now owned by the T.H.C. and leased to the N.Y.C. and not accessible to the public. The provision of east-west view corridors will be made through specific requirements at the time of the development review process. The northerly limit of the landfill has been established by the projection west to the Mooring Basin of the southerly line of the new South Street in Bathurst Quay. Maintenance of a view corridor along this alignment would provide an attractive visual connection between the water and the new Bathurst Quay park. The corridor is also positioned so as to cause the least probable disruption to any future development. The northerly potential view corridor, along

the Queen's Quay extension alignment, is less simple to accommodate and, while some type of visual connection is acceptable in principle, the exact form is dependent upon the specific nature of development on the lands, on any redevelopment intentions of Dylex and on the ability to cross H.M.C.S. York's property to connect with Coronation Park. At such time as those issues are clarified, the T.H.C. is, however, willing to grant a permanent pedestrian easement, if required, along the northern boundary of its lands from Stadium Road to the water's edge.

d) that new land created by lakefill serves the boating community and/or the public interest, and does not adversely affect the functioning of the boat mooring basin.

The whole issue of lakefill is considered in detail in the next section of this report commenting on Section 4.2.3. E) of the Central Waterfront Official Plan Recommendations. In summary, however, the new lakefill proposed clearly serves the boating community, since it is intended solely for yacht club use. Such assistance to the boating community is in itself greatly in the public interest since both clubs are valuable Toronto, indeed Canadian, institutions. The National Yacht Club is now approaching its centenary and hopes to be able to celebrate that event in its new quarters. The broader public interest is, however, also served by the opportunity to provide greatly improved public access to the water's edge in new and exciting ways.

2.2 Lakefill Policies

The yacht club relocation plan involves the creation of about 4 acres of new lakefill along the north breakwall of the Western Gap. In planning this lakefill area, the T.H.C. has been conscious of the Central Waterffont Official Plan recommendations (Section 4.2.3. E), with respect to lakefill. The conformity to those policies is detailed below.

> It is the policy of Council that within the City of Toronto the creation of new land in Lake Ontario or any bay, channel, slip or lagoon connected therewith shall take place only where Council has indicated in the Zoning By-law, prior to the commencement of lakefilling, the use to which the land created by lakefilling may be put. Minor lakefilling for the purpose of stabilizing an existing shoreline is exempt from this provision.

The proposed yacht club relocation plan clearly specifies the future use of the lakefill as "yacht club uses" , and neither the

T.H.C. nor the clubs have any objection to the area being so designated prior to the commencement of any lakefilling. The plan laid out a number of criteria for Council review prior to the approval of any such amendment. Those criteria are considered below in detail.

a) there is a clear public benefit in creating the land;

The provision of new, permanent quarters for the two of Toronto's most important and oldest yacht clubs is of itself an important goal, since the continued, healthy existence of such institutions makes an important contribution to the cultural and recreational life of both Toronto and Canada. The provision of new quarters for the yacht clubs on the landfill also provides the opportunity to the T.H.C. to develop on the existing lands and also to achieve a fair return on their land assets.

The relocation of the clubs also makes possible the two additions to the City's water's edge promenade system and circumvents the conflict between public access to the water and the security and privacy needs of the yacht clubs that would be extemely difficult to resolve if the clubs remained at their existing locations.

b) this is the best location for the land for its proposed use;

The study looked at a number of different potential locations for the yacht clubs within the general area of the mooring basin, including locating them on pods in the water, within a new development on the existing land and on new lakefill areas of different sizes and shapes. The proposed lakefill area best meets the needs of the yacht clubs and is also least disruptive of the operation of the mooring basin. The proposed location also has another substantial advantage in that it will act to reduce the amount of lake surge within the mooring basin that has long been a problem for moored yachts.

The clubs did consider entirely relocating their facilities from the Stadium Road area. Without reviewing the disadvantages of alternative locations, the advantages of convenience, of access to Lake Ontario rather than the Inner Harbour and the historic connection to this particular site, all reconfirmed their desire to remain in their present general area.

c) there will be a minimal negative impact on water quality and circulation, and, in particular, the Hearn Generating Station plume, the dispersal of effluent from the Main Sewage Treatment, or the exchange of water between

Toronto Bay, the Outer Harbour, and Lake Ontario will not be impeded;

None of the water quality and circulation concerns noted above will be impacted.

d) the lakefilling has been the subject of a formal environmental assessment, or, where this is not required, an appropriate written analysis of the environmental impact shows that the environmental effects are acceptable and will be minimized as far as possible;

A preliminary written analysis of the environmental effects is included as Appendix C to this report prepared by Stevenson, Hluchan Associates Ltd., a marine engineering firm who have undertaken similar projects n the Toronto waterfront. Discussions have already taken place with representatives of both Environment Canada and the Ontario Ministry of the Environment on the appropriate methods of undertaking the lakefill and their conditional approval has been given (Appendix D).

e) except where water's edge lands will be used for shipping, or industries requiring direct access to the water:

i) advantage has been taken of the new shoreline for public recreation and there will be no decrease in overall recreational opportunities;

ii) existing recreational boating opportunities will not be reduced and new recreational boating facilities will be provided where appropriate; and

iii) the lakefilling will be carried out in a manner which maximizes public access to lands that are normally publicly accessible.

As has been indicated earlier, the yacht club lakefill area has been undertaken so as to maximize the public recreational access to the water's edge and to contribute to the overall system of pedestrian promenades now being created along Toronto's waterfront. The recreational boating opportunity of the mooring basin will be improved since the yacht club facilities will be greatly improved and the number of boats moored and docked in the basin may even slightly increase. Both clubs, but particularly the National Yacht Club, have important publicly accessible boating programs operating from their facilities. The N.Y.C. operates a sailing school for members of the public that involves several hundred students every year. This has been an important

sailing training facility for decades. It has an excellent reputation and is available to the public at reasonable cost with the club providing a substantial subsidy in the form of boats and training staff. During the winter the club also acts as a major centre for sailing organizational activities. Public access is not provided within the club areas themselves since those clubs and other similar clubs in the Toronto area have traditionally had private and secure areas.

The proposed plan provides public access along the two important water edges, the north breakwall of the Western Gap and the east wall of the mooring basin. However, the north breakwall is slightly higher in elevation than the future lakefill so a view from the breakwall over the clubs to the mooring basin will be possible. The proposed look-out, at the end of the breakwall will provide a dramatic view of the entrance to Toronto Harbour.

7. Letter from R. M. Bremner, Commissioner, Department of Public Works, to Mr. J. Berridge, Coombes/Kirkland/Berridge, Ltd., (dated June 12, 1984).

"I refer to your letter of May 16, 1984, respecting the above.

The proposal for a westerly extension of Stadium Road at a right-of-way width of 15.2 metres and with a 12.1 metre radius turning ciurcle at its west end is generally satisfactory to me.

The proposed 10.5 metre pavement width on the extension could be reduced to 8.5 metres, consistent with the width of the pavement to be constructed on the existing portion of Stadium Road.

I also advise that the inside turning radius for the turn in the roadway should be minimum of 8.0 metres."

8. Letter from I. Orchard, Sr. Environmental Design Officer, Environment Canada to Mr. C.A. Stevenson, P. Eng., Stevenson Hluchan Associates Ltd., (dated February 1, 1985).

"We have reviewed your Geotechnical Investigation and Site Investigation in light of our letter of May 28, 1984. We are satisfied that you have addressed the major environmental concerns as identified in our earlier correspondence. The use of a silt curtain to completely enclose the operation is strongly supported by us. It is important that after all filling and construction activities, that the curtain be checked for a mud wave before it is removed. If a mud wave is evident we would like to be

consulted before it is excavated in order to determine appropriate disposal options.

Additionally, as dicussed in our May 28 letter, the material used as fill must be of acceptable quality. The above mentioned project has been screened under the federal environmental process and has not been deemed a candidate form formal review under the Federal EARP. I also wish to note that as this project is federal in nature, the main commenting or lead agency involved in the project will be Environment Canada. I have solicited comments from Mr. R. Shaw, MOE, and he is in agreement with the points mentioned in this letter."

9. Toronto Harbour Commissioners Environmental Report (dated February 1985)

"On behalf of the Toronto Harbour Commissioners and Coombes/Kirland/Berridge, we enclose two copies of an Environmental Report.

We trust that this Report is adequate for your requirements and that you will advise us of your comments.

10. Environmental Report for Toronto Harbour Commissioner Stadium Road Properties submitted by Stevenson Hluchan Associates Limited (dated February, 1985)

"TABLE OF CONTENTS

SECTION 1.0 Summary
SECTION 2.0 Social Impact
SECTION 3.0 Economic Impact
SECTION 4.0 Environmental Impact
SECTION 5.0 Appendices
o Site Investigation Report, SHAL, June 1984
o Geotechnical Investigation, Trow, Aug. 1984
o Final Environmental Report, SHAL, Feb. 1985
o Letter, Environment Canada, Feb. 1, 1985

(all on file with the Commissioner of Planning & Development)

SECTION 1.0 - SUMMARY

The purpose of this Report was to examine and evaluate the social, economic and environmental impacts which would result from the Relocation Project.

Social Impact

The provision of new, permanent quarters for two of Toronto's most important and oldest yacht clubs is a positibe impact since the continued, healty existance of such institutions makes an important contribution to the cultural and recreational life of both Toronto and Canada. In addition, the broader public interest is also served by the opportunity to provide greatly improved public access to the water's edge in new and exciting ways.

The plan presents the opportunity to increase greatly the public amenity of the area by providing for new water's edge promenades along the northern breakwall and up the eastern edge of the Mooring Basin. The walkway along the breadwall would terminate in a lookout that would provide unique views of Lake Ontario, of all the marine activity around the Western Gap, and of the Mooring Basin itself. The walkway along the eastern edge of the Mooring Basin extends the Harbourfront water's edge promenade and, if access through H.M.C.S. York can be obtained, would provide a major link in a continuous water's edge walkway system from Ontario Place to the Central Waterfront.

The plan circumvents the conflict between public access to the water and the security and privacy needs of the yacht clubs. This

solution would be extremely difficult to achieve if the clubs remained at their existing locations.

The recreational boating opportunity of the Mooring Basin will be improved since the yacht club facilities will be greatly improved and the number of boats moored and docked in the basin may even slightly increase. Both clubs, but particularly the National Yacht Club, have important publicity accessible boating programs operating from their facilities. The N.Y.C. operates a sailing school for members of the public that involves several hundred students every year. This had been an important sailing training facility for decades. It has an excellent reputation and is available to the public at reasonable cost, with the club providing a substantial subsidy in the form of boats and training staff. During the winter the club also acts as a major centre for sailing organizational activities.

All of these features result in a significant positive social impact for the Project.

Economic Impact

The relocation will contribute to consolidating the existing T.H.C. lands into a marketable development site of some 4.7 acres. The direct economic impact of the land fill and infrastructure development for the yacht club site will generate some twenty-five man-years of employment. It is estimated that some 600,000 square feet of building construction will generate some additional 600 man-years of employment and some $4.0 million in annual taxes.

Environmental Impact

The environmental impact of the Relocation Project was assessed for waves, sediment, currents, ice, water quality and aquatic ecosystems:

Waves	Project exerts no influence, hence no impact.
Sediment	Project construction will cause some sediment displacement, however, procedures are incorporated to minimize dispersion of turbidity and the finished development will exhibit no negative impacts.
Currents	Project exerts no influence, hence no impact.
Ice	Project exerts no influence, hence no impact.

Water Quality Project construction will cause some localized turbidity, however, procedures are incorporated to minimize dispersion of the turbidity and the finished development will exhibit no negative impacts.

Aquatic Ecosystems The advances eutropic state of the Mooring Basin has resulted in an absence of significant aquatic life, hence the Project will have no negative impact.

SECTION 2.0 - SOCIAL IMPACT

The yacht club relocation plan involves the relocation of the N.Y.C. and A.Y.C. to new locations on the new landfill in the Mooring Basin along the north breakwater of the Western Channel. The N.Y.C. would occupy an area of 3.0 acres and the A.Y.C. an area of 0.85 acres. The new sites would be accessed by an extension of Stadium Road south to the Western Channel and west along the north breakwater. A new public promenade would be created along the breakwall to the end of the Western Channel from the current westerly termination for the Harbourfront water's edge promenade. A guard rail would be installed along the water's edge and a fence along the yacht club edge. The promenade would end in a covered lookout, which would provide marvelous views of the entrance to the Western Channel and out into Lake Ontario.

A second public promenade would be provided along the eastern wall of the Mooring Basin, giving access to the northern end of T.H.C.'s property. If access across the property of H.M.C.S York can be obtained, thena continuous public walkway would be established from Ontario Place to Harbourfront and beyond. A guard rail would also be provided along the water's edge and appropriate landscaping provided. It is anticipated that as the T.H.C.'s future development site is actually developed, then the promenade would be increasingly upgraded.

The yacht club sites are adequate to accommodate all the parking required by the City for their current operations, 160 surface parking spaces being provided at the N.Y.C. and 40 to 50 at the A.Y.C. at times when yachting activity takes place. During the winter almost the entire site area of both clubs will be devoted to winter boat storage, accommodating the majority of their winter boat storage requirements.

Both clubs will be building new clubhouses on-site. The N.Y.C. intend to move their existing building from its present location to a new position at the western end of their site, for use as their sailing school. While not a designated building, the

existing clubhouse is a pleasant, summery building and, when shorn of its less attractive wing additions, will provide a dramatic entry to Toronto Harbour.

Relocation of the clubs is anticipated to take place in 1987. The existing site will then be cleared and made available for redevelopment for an appropriate mix of residential and commercial uses. Such a delay will enable the clubs to prepare a financing and physical plan for the site and for the lake fill to be appropriately designed and undertaken. The T.H.C., however, is intending, once the relocation plan is approved, to start actively seeking future users for the existing lands.

Relocation of the clubs will improve the general level of public amenity in the area and will consolidate the existing T.H.C. lands into a future development site.

SECTION 3.0 - ECONOMIC IMPACT

The relocation will contribute to consolidating the existing T.H.C. lands into a marketable development site of some 4.7 acres, with a zoning density as specified in the Central Waterfront Official Plan recommendations. The direct economic impact of the land fill and infrastructure development for the yacht club site will generate some twenty-five man-years of employment. Although the exact nature of the future development on the existing T.H.C. lands in terms of future use cannot be precisely specified at this time, it is estimated that some 600,000 square feet of building construction will generate some additional 600 man-years of employment and some $4.0 million in annual taxes.

SECTION 4.0 - ENVIRONMENTAL IMPACT

Environmental impact is assessed in terms of the normal marine parameters of waves, sediments, currents, ice, water quality and aquatic-ecosystems, many of which are found to be insignificant in relation to the Relocation Project.

Waves. The Mooring Basin area is completely enclosed on the north and east by existing harbour walls, and on the south and west by breakwaters. Marine access to the Basin is through several narrow openings in the breakwaters, which permits the penetration of only a small degree of lake waves. The Mooring Basin is well protected and the Relocation Project will have no influence on existing wave conditions. The effects of occasional storm surges or long-period lake swells on the Mooring Basin will not be altered by the Project.

Sediments. Five sampled boreholes, ranging in depth from 7.0m to 7.5m, were taken along the limits of the site reclamation. In addition, samples of botton sediments were obtained at each of the borehole locations for purposes of laboratory testing and chemical analysis. The technical results of these investigations are given in Section 5.0 (Trow's Report, August 1984). In general, all boreholes indicated the soil profile to consist of a layer of very soft organic silt overlying a deposit of loose to compact fine sand overlying shale bedrock. Analysis of the bottom samples indicated some parameters in excess of the MOE Guidelines for open water dredged disposal.

These conditions necessitated the adoption of a carefully designed construction procedure, which is outlined in Section 5.0 (Site Investigation Report, SHAL, June 1984). These procedures have been reviewed and approved by Environment Canada, as evidenced by their enclosed letter (Section 5.0, letter dated February 1, 1985).

Although construction procedures will displace some sediments, neither the construction phase nor the completed Project will have a negative impact.

Currents. The enclosing harbour walls and breakwaters effectively shelter the Mooring Basin from normal lake currents, although storm surges and long-period swells will continue to penetrate the Basin, increasing water circulation. The Relocation Project will have no impact on currents within the Mooring Basin.

Ice. Ice conditions within the Mooring Basin and the effects of ice conditions on surrounding shorelines will not be affected by the Relocation Project.

Water Quality. The proposed construction procedures (Section 5.0) utilizing MOE approved sources of fill, with a complete silt screen curtain enclosure, will result in insignificant water quality degradation during construction. Upon Project completion, no negative water quality impacts will be experienced.

Aquatic-Ecosystems. The lack of nutrient and advanced eutropic state of the Mooring Basin has resulted in an absence of significant aquatic life. Neither fish spawning nor feeding are present in the Basin, and thus the Relocation Project will have no negative impact on the aquatic-ecosystems.

SECTION 5.0 - Technical appendices are on file with the Commissioner of Planning and Development.

11. Outline of an agreement between the Toronto Harbour Commission and the City regarding pedestrian walkways adjacent to the Mooring Basin west of Stadium Road.

The Walkway Along the East Breakwall.

1. The Toronto Harbour Commissioners develop it on a temporary basis in accordance with the plans prepared by Coombes, Kirkland and Berridge dated February 4, 1985, and revised March 8 and March 29, 1985, and as on file with the Commissioner of Planning and Development. The plans may be amended if approved by the Commissioner of Parks and Recreation.

2. The Toronto Harbour Commissioners will be responsible for maintenance and repairs of the walkway.

3. The walkway will be developed to a final standard when the parcels of land including the walkway (or adjacent to the walkway) are developed. Plans for the walkway will be approved as part of the development review process. Maintenance will be the responsibility of the land owner.

4. A lease or easement or other similar legal instrument for public access which is effectively perpetual in duration will be granted by the Toronto Harbour Commissioners to the City for a nominal cost. The lease will commence upon the relocation of the Alexandra and National Yacht Clubs.

5. The Toronto Harbour Commissioners or the developers of the development site (not the City) to be responsible for all repairs and maintenance to the dockwall.

6. The walkway may be clearly marked as having been provided and maintained by the Toronto Harbour Commissioners.

The Walkway along the North Breakwall.

1. The Toronto Harbour Commissioners, possibly in conjunction with the yacht clubs and subject to any necessary Federal approvals, will develop the walkway in accordance with the plans prepared by Coombs, Kirkland and Berridge, dated February 4, 1985, and revised March 8 and March 29, 1985 and on file with the Commissioner of Planning and Development. The plans may be amended if approved by the Commissioner of Parks and Recreation.

2. The City to carry out day to day maintenance of the walkway, excluding the fence, the Norway Pines, and the surface of the walkway except as described below.

3. The City to put aside $2,000 per year for non-structural maintenance of the walkway surface. The City to carry out all surface repairs other than those that are structural in nature, and to bill the Toronto Harbour Commissioners for any costs not covered by the contingency fund.

4. The Toronto Harbour Commissioners to carry out and pay for all structural repairs to the walkway surface, and to be responsible for all repairs and maintenance to the dockwall.

5. A lease or easement or other similar legal instrument for public access will be granted by the Toronto Harbour Commissioners to the City for a nominal cost which is effectively perpertual in duration. The lease will commence upon the relocation of the Alexandra and National Yacht Club.

6. The above is subject to any necessary Federal approvals and the Toronto Harbour Commissioners will use their best efforts to obtain such approvals as required.

The Walkway Opposite Queens Quay West.

1. The Toronto Harbour Commissioners will provide and maintain a temporary walkway for public pedestrian access as shown on the plans prepared by Coombes, Kirkland and Berridge dated February 4, 1985, and revised March 8, 1985, and on file with the Commissioner of Planning and Development.

2. A final public walkway at the northern boundary 3.5 metres wide of what is now Toronto Harbour Commissioners' property will be developed when the adjacent Toronto Harbour Commissioners' property is developed. The plans for this walkway will be required at the time of development review of the adjacent property.

The Walkway Opposite South Street.

1. A 7 metre public pedestrian walkway will be developed when the first adjacent parcel is developed. The plans for this walkway will be required at the time of development review.

The Lighthouse and/or Lookout Area at the End of the North Breakwall Walkway

1. If the Toronto Historical Board is agreeable and the money is available for the moving costs, the Toronto Harbour Commissioners will provide a site at the end of the North Breakwall, as shown on the plans prepared by Coombs, Kirkland and Berridge dated February 4, 1985, and revised March 9 and March 29, 1985, for the lighthouse currently lcoated at the east end of Gore Park and pay the site preparation costs.

2. The Toronto Harbour Commissioners agree to pay up to $10,000 toward the cost of moving the lighthouse, or if the relocation has not occured by January 1, 1990, to provide seating and other amenities in the same general location at the end of the North Breakwall up to the same value that are satisfactory to the Commissioner of Parks and Recreation.

12. Letter from R. M. Bremner, Commissioner, Department of Public Works (dated March 12, 1985)

"I have reviewed your Draft Report of February 7, 1985, regarding the above noted matter, which was sent to me by Mr. Daniel Burns of your Department, and have the following comments.

1. Marina Parking Requirement

The mixing formula and winter parking requirement you have recommended are satisfactory, however, I cannot support the recommended summer parking requirement.

As you know, in connection with the review of the parking requirement for the Spadina Quay Marina in Harbourfront, it was determined that marinas on the Toronto waterfront will generate a summer weekend parking demand for approximately 0.7 parking spaces per boat berth. In order to ensure that sufficient parking will be available to meet the expected parking demand, the National and Alexandra Yacht Clubs should be required to provide parking at this rate.

Although your proposal to require only 200 parking spaces to serve the first 400 boat berths coincides with the present parking supply for the existing facilities, it will fall short of the expected summer weekend parking demand by 80 spaces. In view of the shortage of recreational parking that will exist in the area upon completion of all of the Harbourfront facilities, I do not think that imposing a parking standard which is expected to worsen the parking problem can be justified.

I would also point out that it has not been the practice elsewhere in the City to reduce the parking requirement for a new building or facility solely on the basis that an existing facility provides parking at the reduced rate.

2. Martin Goodman Fitness Trail

The Martin Goodman Fitness Trial is currently located along the south side of Lake Shore Boulevard. You might wish to make provisions in the Central Waterfront Official Plan for the realignment of the fitness trail along some of the proposed public promenades, such as the one at the north limit of the Toronto Harbour Commissioners' lands.

3. Reference Plan of Survey

The Harbour Commissioners have submitted a draft Reference Plan of Survey, prepared by McConnell, Maughan Limited, Ontario Land Surveyors, dated December 7, 1984, which shows the Stadium Road lands and the existing water lot immediately to the west as separate PARTS. In order for the "lakefill area", shown on Map 2 attached to your draft report, to be described for the purpose of a Site Plan Control by-law and for the registration of any Development or Collateral Agreements, the Reference Plan should be amended by delineating the "lakefill area" as a separate PART and deposited in the appropriate Land Registry Office.

4. Municipal Numbering

The owner should be requested to apply to my Department for revised Municipal numbering prior to filing any formal application for a building permit."

13. Letter from N. Edward Davidson, Program Manager, Waterfront and Railway Lands Section, Planning and Development Department, City of Toronto to Mr. R. M. Bremner, Commissioner, Department of Public Works (dated April 9. 1985).

"Further to your letter of March, 1985, regarding the Toronto Harbour Commissioners' Stadium Road properties, I would like you to reconsider your requirement of 280 parking spaces for the first 400 boats at the yacht clubs.

As of last summer, the yacht clubs were only able to provide about 150 parking spaces on their sites. This was after some reorganization of space due to the loss of parking across the street because of the redevelopment of the parking lots in

Harbourfront. The yacht clubs, prior to last summer, had approximately 200 parking spaces on their sites and in Harbourfront. This does not include use of Dylex parking.

The proposed lakefill site cannot accommodate many more than 200 parking spaces if the legitimate needs of the Alexandra and National Yacht Clubs for storage, club, activity, and landscape space are to be met. The area of lakefill is, if anything, already larger than this Department would consider ideal. The desire was to reduce the water area of the Mooring Basin as little as possible so that it could continue its valuable function of providing sheltered boat moorings, to provide views onto the water and along South Street into the Mooring Basin, and not to affect the entrance to the Mooring Basin. Having discussed the matter with the Toronto Harbour Commission staff and representatives of the two clubs, they could provide another 15 parking spaces on the proposed lakefill site. This would provide a total of 215 parking spaces on the lakefront site. These two existing yacht clubs are redeveloping in the same basic location and proposing to provide significantly more parking than is currently available.

Once the lakefill is completed, the Stadium Road lands will be available for parking until development takes place. These 1.75 hectares (4.32 acres) could provide 600 parking spaces in the medium term creating a very large supply of recreational parking spaces.

In the long run, there is a high probability that there will be a considerable number of office and other commercial parking spaces on the Stadium Road site that will provide recreational parking that can be used by the yacht clubs.

In addition, Dylex is constructing a new parking garage across Stadium Road with 100 spaces that will be open for recreational parking at peak times.

Since there will be no change in the number of boat moorings (400) related to the 215 parking spaces provided, peak parking demand is likely to remain similar to present parking demand. If additional boat moorings are provided, parking must be secured at the rate of 0.7 spaces for each boat mooring.

The relocated yacht club with 215 parking spaces would reduce the off-site parking demand in the Bathurst Quay area, since last year for the same number of boats, they only had approximately 150 parking spaces.

I hope that a proposed requirement of 215 spaces for the first 400 boat moorings is acceptable to you."

14. Letter from Mr. R. M. Bremner, Commissioner, Department of Public Works to Mr. S. G. McLaughlin, Commissioner, Planning and Development Department (dated April 15, 1985).

"I have the letter of April 9, 1985, from Mr. N. E. Davidson of your staff, respecting the above.

As you are aware, the recommendation in my letter of March 12, 1985, to provide parking at the rate of 0.7 spaces per boat berth (280 parking spaces for the existing 400 boat moorings) is based on what was established as an appropriate parking standard in connection with Harbourfront's proposed marina in the Spadina Quay.

I appreciate the difficulties of accommodating some 280 parking spaces in the proposed lakefill site and at the same time provide for all the needs of the Alexandra and National Yacht Clubs. In consideration of this fact and coupled with the fact that some 215 parking spaces will now be provided for the first 400 boat berths (parking will be provided at the rate of 0.7 spaces per boat berth in excess of 400 berths), as well as

(a) the availability of the Stadium Road lands for parking purposes in the medium term and until development has taken place on these lands; and

(b) the availability of some 100 parking spaces in the proposed Dylex parking garage, including the parking that will be available in the office/commercial components of the Stadium Road developed lands;

I am prepared to accept the provision and maintenance of some 215 parking spaces for the initial servicing of the existing 400 boat berths.

Should you need any further information, please contact Mr. N. Vardin of my staff."

POOR
QUALITY
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